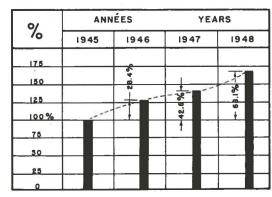
#### **MONTREAL RUSH HOUR TRAFFIC 1945-1948**

#### Central Area

#### ANNÉES YEARS 1947 1945 1946 1948 175 150 125 100% 50

#### All Other



#### CITY OF MONTRÉAL

CITY PLANNING DEPARTMENT



NOTE: THE PEAK HOUR OF THE AVERAGE DAY WAS FROM 5.00 TO 6.00 P.M. IN 1945, 1946 AND 1947, AND FROM 4.00 TO 5.00 PM. IN 1948.

From Traffic Survey published this summer. Central area data are from 22 main intersections within zone bounded by Atwater-Sherbrooke-Frontenac and the River front, Non-central data are from 72 stations outside zone bounded by Guy-Sherbrooke-St. Hubert and the River, including some stations outside City boundary. City Planning Department believes the levelling off in traffic loads on central streets denotes that "existing facilities are used to capacity." Continued increase in traffic volume outside the central area reflects "intense development of the suburbs during the last few years." (See map on page 5.)

## LAYOUT FOR LIVING

Number 30

DECEMBER 1949

HOUSE- OR COMMUNITY-BUILDING? AMENDMENTS TO THE HOUSING ACT ADDRESS TO CPAC IN HALIFAX by Hon. Robert H. Winters LOCAL PROGRAMS UNDER U.S. ACT CPAC LOCAL ACTION SUGGESTED GROWTH OF MONTREAL TWO BRITISH PLANNING BOOKS

LAYOUT FOR LIVING is published by the COMMUNITY PLANNING ASSOCIATION OF CANADA Room 238, 56 Lyon Street, Ottawa, Ontario.

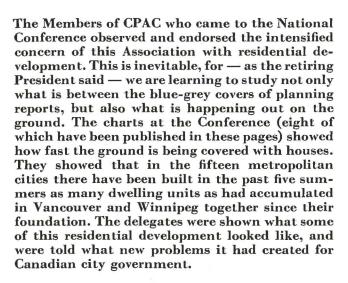
Economic Research Division. C.M.H.C. No. 4 Building. Ottawa, Ontario.



Number 30

## LAYOUT FOR LIVING

## Will our House-building be Community-building?



A further claim for CPAC attention to residential development arises from events since the National Conference. Construction records for 1948 and the first half of 1949 show that residential work is running upwards of 40% by value of all building work done. This probably means that well over half the land area now under development in Canada is destined for residential use. A growing share of house-building undertakings are begun with government aid; in 1948 almost exactly one-third of all dwelling units begun in Canada received some sort of Federal assistance. Direct public concern in the quality of new residential development is bound to grow as the effect of the National Housing Act is broadened by the 1949 amendments to it.

One of the CPAC aims most clearly crystallized at the National Conference was the determination that all concerned should work toward the building, not merely of a greater number and variety of dwellings, but beyond that - toward the building of sound communities. In October the President of the Association laid before the Minister of Reconstruction the conclusions of our Conference. Mr. Winters said it was certain that in the next quarter century Canada would become greater in population and physical importance: he agreed that much could be done at the present stage to better the environment in which twenty million future Canadians might live.

To bring about much improvement in the physical setting of Canadian life is said on every hand to be both possible and desirable. But it can only be done by a sustained effort of local study and planning. The national assembly of this Association concluded that a housing program would be wasteful unless it began with local survey and planning; the Winnipeg meeting therefore urged the national government, in laying the foundations of a long-term housing measure, to make local survey and planning the prerequisites of national financing. The Minister of Reconstruction assured CPAC officers in Ottawa that his Government held aims fundamentally like the Association's. A few days later, addressing the Maritime Conference of CPAC in Halifax, the Minister went further: he said each municipality would be expected to draw up and submit to the Province a statement of its housing requirements of all kinds, and a construction program involving each kind of Dominion-Provincial housing aid available. Then he hinted very broadly that the Federal government might in due time make its majority share of the aid contingent upon properly maintained overall plans for community development. These portions of the Minister's Halifax speech appear in this issue.

With residential development looming so large already, and with extended Federal aid being offered under these conditions, every unit of CPAC membership must press for the local social surveys and physical planning efforts that lead through more houses to better equipped communities. This bulletin aims at that goal.

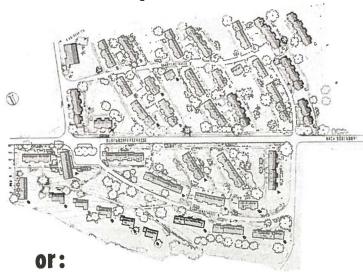
PUBLISHED BY COMMUNITY PLANNING ASSOCIATION OF CANADA, OTTAWA

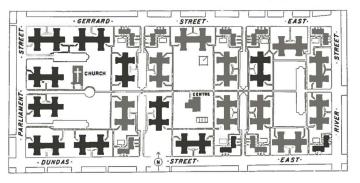


NHA offers: \$\$\$\$\$

Where Province will Add: \$\$

And Municipality
Shows why it Needs:





### National Housing Act to be More Comprehensive

The Minister of Reconstruction seems to have a strong sense of the drama in the calendar: he made a major announcement of housing policy on the Autumnal Equinox, and followed this by introducing Bill 142 (to amend the National Housing Act) after dark on Hallowe'en. In the cold light of the morning of November 1st, the CBC Newsroom was quick to see that a major forward step had been taken to widen the provisions of the National Housing Act of 1944. The new legislation offers for the first time the possibility of new rental housing to Canadian families of low income, wherever the Provincial Government will enter into the scheme. Four major changes in the Act are embodied in the new Bill:

- (1) Authorization for agreements with Provincial Governments for the assembly of land and the construction of houses for sale or for rent, under arrangements by which costs, profits and losses will be shared on the basis: 75% federally and 25% provincially. The Minister explained that his Government was ready to offer subsidized housing in instances where the circumstances warranted it, and where the Government of the Province concerned was prepared to contribute one-quarter of the initial cost and continuing subsidy for the project.
- (2) To assist house-building by prospective home owners or by builders for sale to prospective home purchasers, authorization for a basic joint loan of 80% of the Lending Value, plus a loan by the Corporation to the owner or purchaser of one-sixth of the basic joint loan, if the house is being built at reasonable cost. This would cut the down-payment for the typical house about in half.
- (3) To authorize the same national aid as in (2) to projects by approved co-operative housing societies.
- (4) To increase by 25% the amount that may be guaranteed by the Government of a loan for improvement or extension of a dwelling.

There are several other minor amendments, some of which merely clarify definitions and administrative practices. CPAC Members will note that the former provision of longer-term credit for building 'in an area that ... is adequately protected by community planning' is to be repealed. All joint loans to build houses for owner-occupancy may now be made for terms of 30 years, whereas since 1944 the Act has authorized only 20-year or 25-year loan terms for houses in unplanned areas. The total authorized for such loans was originally \$100 million of which about \$80 million have been used; the total is now raised to \$300 million.

The whole tendency of these amendments to the National Housing Act of 1944 is in the direction of broader scope in the kinds of housing aided, and greater flexibility in the possible ways of applying the aid. All the new housing will be instigated on the application of local private or public agencies. It is to be hoped that each project will embody the ordered and genuine variety in design that reflects varying needs and regional building methods. The new National Housing Act would free the authors of housing projects from the former necessity to cater over large areas to one incomegroup and one type of occupancy. But the Act will not oblige entrepreneurs to use their new freedom. Except where there are detailed official plans of residential development, the entrepreneurs will be on their own. Is it too much to hope they will apply for all the kinds of national and provincial aid that will result in a planned and balanced community? Each planning agency in Canada must now decide whether the developments that have fiscal aid from afar should also have local direction as to their physical form.

#### Minister of Reconstruction at Maritime Conference of CPAC

Excerpts from Address given by Hon. Robert H. Winters at Maritime Conference Community Planning Association of Canada, Halifax, November 3rd, 1949.

You are gathered here to-day to discuss how we can use our wits and our material resources to make the cities and towns of the Maritimes even more efficient and pleasant places in which to live — in our own time and for the future generations who will live in these Provinces.

I understand that at the other extremity of our country, in Vancouver, another group of members of the Community Planning Association will be meeting for a similar purpose in a few days' time. A few weeks ago, I believe your Association held a national conference in Winnipeg, and a delegation saw me in Ottawa last week to acquaint me with the results of its deliberations. The CPAC may not be large in numbers, but from coast to coast its local branches are engaged in a task of great value to our country.

It was helpful to learn from your national President, Mr. Clark, that the CPAC approves of the proposals that I have been able to make recently for new housing policy. We all share the view that our housing program must in the future be carried out within a proper framework of community planning. In this endeavour we will look to members of your Association for active support in promoting planning work. Planning is a community task which must receive the support of civic leaders and ordinary citizens.

It may be said, perhaps, that a planning board has three kinds of functions: to ascertain and analyze the needs and the wishes of the community, to employ a technical staff that can translate the community's needs into realistic plans, to advise the local government on the steps to be taken in carrying out the plan of development. The work of a planning board and its staff must be, of course, continuous. We no longer have the fundamentalist illusion that a Master Plan is a sacred work of some far-sighted genius. The process of planning must be as continuous as life itself, continually recognizing the changes of growth and decay.

To-day it is more than ever necessary that the scientific, the artistic and the regulatory processes of community planning should be improved and put on a secure basis. I say this particularly on account of my concern with Housing . . .

Whether it is the federal government investing in housing — alone or in co-operation with the provincial governments — or the provincial government investing in schools, hospitals and other institutions, or the municipality investing in streets and services, it is highly

proper that the investor should demand careful planning. This is good business. Governments owe this to the citizens from whom they derive their funds. Well-designed communities are stable assets, because people will always want to live in them. We cannot afford cities which wither at the edges and decay at the heart. It is the business of the Planning Boards to see that this does not happen . . .

If only on account of its investments in residential property, the federal government is keenly interested in the plans which will make these investments secure by protecting their environment against deterioration. I do not need to add that, even if it were not for its investments, the federal government would recognize community planning as a most important means of raising the standard of living of the Canadian people. The health and the stability of the people must depend very largely upon the kind of houses and the kind of neighbourhoods in which they live from childhood to old age . . .

You are by now familiar with the general nature of the proposals contained in the amendments to the National Housing Act, as they were introduced in the House of Commons recently. One of the proposed changes will make it easier for people with moderate incomes to purchase a home, as the result of a reduction in the down payment required. We are also endeavouring to assist housing co-operatives; there is no uniformity in the methods used by co-operatives in different parts of Canada, so that it is difficult to determine the best form of assistance that could be given. The pioneers of housing co-operatives have been in the Maritimes, and we shall continue to look to them for advice.

The proposals for Dominion-Provincial collaboration in housing introduce an entirely new element into the housing program. The federal government is offering to contribute 75 per cent of the funds required for the assembly and servicing of land to be used as residential sites for private builders. Moreover, we are also offering to contribute 75 per cent of the funds required for the development of rental housing projects and we are prepared to accept the same proportion of the deficits which will arise when it is necessary to set rentals below the economic level.

These proposals have flexibility as their corner post. The legislation we are seeking is enabling in character. In addition to making it easier for people to take action toward owning their own homes, it will permit the federal government to enter into arrangements with provincial governments to tackle a wide variety of housing problems . . .

We have not sought to impose a rigid scheme of housing legislation, but rather, we have invited each of the Provinces to collaborate with us in the way in which each of them thinks will best serve their local needs. In conformity with this policy we believe it is for each of the municipalities to present to their Provincial

Governments a statement of their housing requirements and a proposal for the kind of housing program which would fulfill their plans for the development and redevelopment of their communities. This indeed brings us back to the work which needs to be done by Planning organizations and those responsible for the housing affairs of each community.

If any community wishes to seek the aid of the Provincial and Federal Governments, either in the assembly and servicing of land or in the provision of rental housing under public ownership, it is most desirable that such an application should be supported by evidence of the need for such aid. It is the responsibility of a community to know all about the housing conditions in its area and to formulate some plan which will provide for the necessary increase in the stock of housing and also provide for the systematic replacement of obsolete housing. It seems to me that this should be an essential part of the community planning activities of any urban area. In fact, our obligations to tax-

payers and our responsibilities for the welfare of our citizens are such that I have serious doubts as to whether the federal and provincial governments should make financial contributions for housing in an area where this process of appraisal and planning has not taken place.

I recognize, however, that by no means all municipalities have yet established planning organizations or carried out a systematic survey of their housing needs. In fact, we are in Canada seriously short of properly trained planning personnel, and it would be impossible to carry out this task very quickly. I think that after a reasonable period of time, perhaps it would have to be as much as two years, we could expect every community to have been able to formulate its development and housing plans in a comprehensive manner. At this stage, and while I am not making any predictions, it is not beyond the bounds of possibility that the Federal Government might make its aid contingent upon housing developments forming part of a properly organized community plan.

# Siting is the Problem under U.S. Housing Act

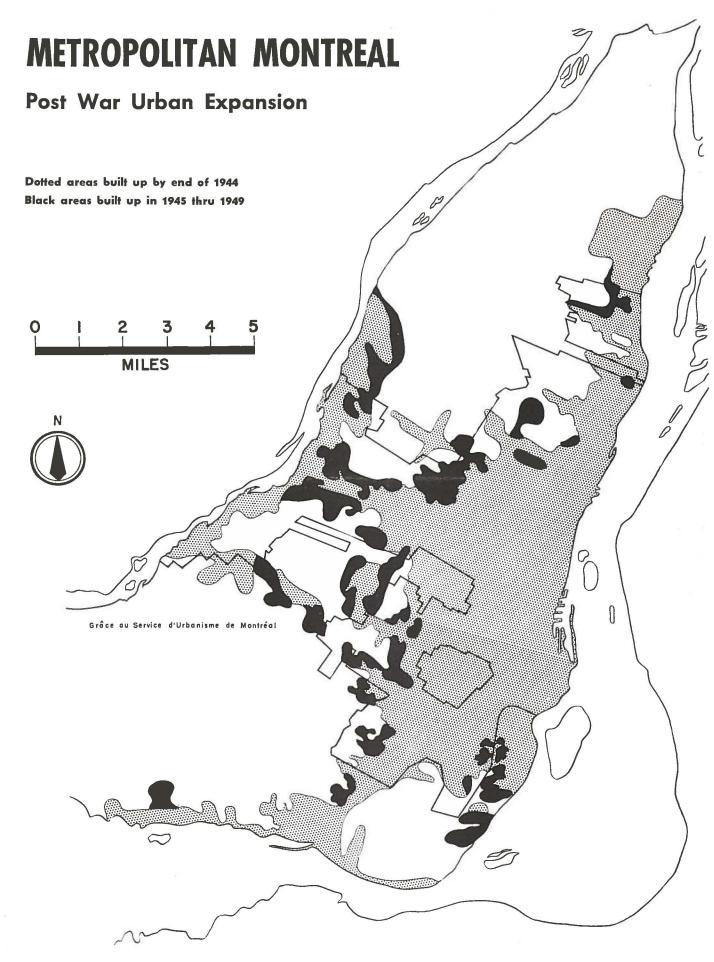
Reading Reconstruction Winters' invitation to Canadian local governments to assess and to assert to the Provinces their housing needs, it is profitable to look at what is taking place across the border. The United States Housing Act of 1949 authorizes the construction of 810,000 low rental units in six years. The majority of the active local housing authorities have already applied to build such housing with Uncle Sam's assistance; according to the magazine Architectural Forum these authorities represent about half the urban population of the country. They have applied for over half the authorized housing; the cities of over one million population had applied to build 277,000 units at the time of the Forum survey.

According to the September Forum "this month the public housing spotlight was not on Washington, D.C. . . . the scene has shifted to the housing authorities throughout the country". Some 150 of these authorities were asked by the Forum if they intended to apply for benefits under the new Act: all the largest cities said Yes, as did half those of less than 25,000 — of the whole group 83% said they would apply. Two-thirds of these authorities had taken advantage of previous American public housing legislation, once again including all the cities of over 1,000,000 and two-thirds of those from 100,000 to 500,000. The smaller places expect to have most of their program under way within two years, but 60% of the metropolitan low rent housing must wait till the third year or longer. Altogether some 240,000 units are programmed for the period ending in July 1951 (as compared with 60,000 units contracted for in the first two years of the public housing Act of 1937).

Over half the low rental housing now spoken for in the United States is to be built on slum-cleared land; this is the intention with respect to nearly two-thirds of the units to be built in cities of over 500,000. The authorities anticipate that over half of all this housing will take the form of two-storey row houses; places under 25,000 prefer one-storey row houses. Only the cities of over 1,000,000 suggest that half their new low rental housing should be in three-storey and higher apartment buildings. Less than 10% of the houses would be detached single family units.

When asked what would be the most formidable barrier to getting your program under way the consensus was that selection and purchase of sites would prove the greatest difficulty. In no class of cities, from the smallest to the largest, did any problem loom larger than that of getting the right land to build upon; the nearest rival in smaller places would be to raise the necessary local funds (a problem not met in the Canadian scheme). Recognizing site-selection and landacquisition as the outstanding sources of delay, half the authorities have conducted site surveys, and one-third of them have already bought the land they need. Forum points to this as proof that American local public housing authorities are coming of age.

The American Housing Act of 1949 has greatly encouraged local authority efforts to create housing in harmony with orderly community development of all kinds. Each municipality is required, before qualifying for federal financial aid, to discover systematically how much housing it needs of various kinds, and where the housing should be located in the light of overall community interests. In applying to Washington, the local authority must provide a complete housing and family income survey — to identify the most urgent needs and to justify the designs of projects.



### Suggestions for Local Action

The Winnipeg program was built around the idea of taking stock of the past, and then deciding on the next steps. Pictures, charts and discussions helped us to see the phenomenal amount of building done since 1945—and everybody welcomed this vigorous attack on Canada's developmental needs. But people from Toronto and Halifax and Calgary and Victoria also noted that an abundance of new structures, while essential, does not of itself make for the good life.

The successful new communities were marked off from the tiresome streets-full of upstart cottages by two features: (1) Ways were found to undertake many kinds, sizes and shapes of building together; and (2) The land was allocated in advance so that the differing families in each composite dwelling group would be able to use the pre-arranged common facilities with convenience and pleasure. In other words, successful development calls for land planning, and for the public encouragement of social contact rather than of sterile segregation.

With these lessons from the 1940's in plain view, the delegates cheered heartily the Federal Government's first "long-range" housing program. It is clear that national Housing Acts since 1935 have really underwritten the minimal two-bedroom detached frame cottage for the middle-class mortgagor, to the near-exclusion of all other kinds of residential development.

The new national housing scheme, if taken up by the Provinces, can offer something to a greater variety of families — including larger families, tenants of low income, and members of co-operatives. It has been said by the federal Minister that, if his government is to help in buying and preparing suitable sites and in meeting costs of construction and operation, there may have to be prior and thorough local listing of family sizes and incomes, and serious and continuous local land planning.

The ball has thus been tossed clear to the municipalities. A few of them already know precisely how much housing they need; for families of what sizes, income groups and occupancy requirements it is needed; and exactly where the housing can be built in accord with the developing services for family use, developing areas of employment, developing systems of transit and traffic. Obviously such well-managed communities are ready to approach their Provinces, and are likely to get the first housing under the new scheme - in Canada as in the United States (see page 4). Communities that are less well prepared should lose no time in collecting the information they will need, to base their claims upon their Provinces for Dominion-Provincial housing aid in 1950. Most places cannot undertake construction for many months in any case; but those communities that let this winter slip by without beginning their surveys and planning are still going to be completely out in the cold next winter.

What does this situation mean to the CPAC Branch or group of CPAC Members? It seems to call for these steps, to be taken in organized fashion in most centres:

- 1. Find out from the Town Hall what official information has been collected, as to:
- (a) The number of dwelling units in existence, their age, tenancy, rent ranges, state of repair, degree of overcrowding, etc.;
- (b) The number of family groups among the inhabitants, their preponderant numerical sizes, income ranges, age composition, etc.;
- (c) From (a) and (b), the outstanding housing shortages: the needed numbers of each size and type, and the charges that can be made against the family budgets of their potential occupants.
- 2. Find out from the Planning agency what land is being set aside to meet the various kinds of residential accommodation; how it is intended to outfit each housing group with district schools, shops and public facilities; and how all the new housing groups are being related to the other phases of the town's growth and change. (If there is no planning agency, it's one of the first instruments your community has needed all along.)
- 3. If this information has been collected officially, then ask for the local housing program based upon it. If the initial survey and planning for new housing are incomplete, then press your municipality for their prosecution.
- 4. As soon as the municipal housing survey and program for the first year are ready, ask for a public hearing to scrutinize them. They are going to be submitted to Provincial and perhaps to Federal government officials, so be sure there is solid local support for the proposals. Of course the municipal health, welfare, utilities and planning officers should be at these public hearings; so should all CPAC Members.
- 5. When the public hearing has endorsed the initial housing program, press for its speedy submission to the appropriate Provincial Department, and advise your Provincial Division of CPAC when it goes forward; you should also advise your local M.L.A.

We have been asked repeatedly for a suggested stepby-step Branch program. There could be as many as there are Branches, but here is at least one. There is enough in it to keep everybody in the largest Branch busy all winter; its essential points can be covered in any town where there are half-a-dozen CPAC Members, plus a Home & School Club, Council of Women, or service club. The last Branch to get going on something like this will owe us all a treat at the 1950 National Conference!

## TOWN AND COUNTRY PLANNING by Martin S. Briggs

London, Allen & Unwin (County College Books), 1948. Illustrations and Book list.

A limited number of copies available at \$1.25 each to CPAC Members in good standing: apply to the National Office.

Martin Briggs has earned over the past generation a special niche as popular historian of building and biographer of architects. In seventy pages he has now set out to explain to the uninitiated the aims of those who would plan the wider physical changes taking place in town and country.

He points out that, though the term 'town planning' is not yet half a century old, the practice of fore-ordaining the main arrangements of human settlements has been almost constant in history — interrupted only by that sudden turnover (in the holders of political and economic power and in the means of using it) which we call the Industrial Revolution. In those parts of the world where industrialization is furthest advanced, its impacts upon the scene have been disagreeable enough to convince almost everybody that physical planning should never again be given such extended leave of absence. New administrative harness is now required to employ it effectively, however; for during its absence the mechanical complexity of settlements has greatly increased — while the political control of affairs has spread from the feudal few to the democratic many.

His final chapter is on the cost of planning: he points out that the major costs of physical change — new houses, roads, schools, factories, shops — will be spent inevitably. The cost of planning is the trifling cost of taking thought as to the optimum arrangement of things, most of which are bound to be built in one place or another. The cost of appointing staff, running surveys, preparing drawings and assembling committees has the disadvantage of being measurable; but in the past, the ultimate cost of corporate thoughtlessness about future patterns in land use has been greater — immeasurably.

## TOWN AND COUNTRY PLANNING by M. P. Fogarty.

London, Hutchinson's (University Library No. 12), 1948. Diagram and Book list.

Available in Canada from Ryerson Press.

Mr. M. P. Fogarty is an economist, rather than an architect; he modestly implies that he is an amateur in Town and Country Planning - though one who has worked at housing, local government, industrial location, and in the British Ministry now headed by Mr. Silkin. His book on planning is a fuller treatment of the subject than Mr. Briggs'—and Fogarty's would be suitable reading for a college freshman while Briggs' seems to be meant for the person some years out of school. Mr. Fogarty deals more fully with the administrative, fiscal and technical machinery for moving towards the kind of physical environment that both authors agree is now wanted. The economist deals more briefly with the pre-industrial period, when other planning machinery was appropriate. Almost all Mr. Fogarty's two hundred pages are devoted to the lessons in town and country planning method which have been learned the hard way in this present century.

The four decades up to 1939 saw many attempts to cope with the jumbled legacy of physical development from the nineteenth century — and with the new urban tangles of the twentieth. The attempts to ensure greater order came gradually nearer success: standards were refined, a corpus of professional experience developed, legal instruments sharpened. Mr. Fogarty tells this

story brilliantly, by reference to the self-education of Birmingham as recorded in municipal Minutes and memoranda. A staunchly Conservative council found its building code, housing and public works experience literally driving it against its will, to a position where its recommendations for public control of land were more radical than those passed into law by the Labour Parliament. (Some Canadian cities appear to us to have progressed to about the mid-twenties point in the Birmingham scale of planning experience . . . discovering that permitting intensive central development leads to vicious traffic, taxing and servicing problems elsewhere.)

Planning thought has been led relentlessly from considering the location of pipes beneath a pavement to consider the location of industries within the region. For jobs will appear where resources - human and material - are found; and around those jobs other forms of development will focus. The future well-being of the nation will depend on long-term judgments of national efficiency as well as the shorter-term choices in location by individual industrial and commercial firms. Before it is possible to decide whether public intervention in industrial location will merely substitute new disruptions for the timehonoured varieties of employment crisis, much research is needed. Mr. Fogarty says the British planner can be confident that, over the long haul, industry can be pried out of the metropolis and ushered elsewhere. Should that prove so, the planner can go to work arranging associated forms of new development without being haunted by his former fear that he was wasting his time. The liveliest planning offices in Britain today include those of the publicly-owned New Town Corporations.

The planner of an old city must have a healthy respect for what is; then should indicate what is plainly better. Tax policies, housing subsidies and public land-purchase have all been used to guide metropolitan improvement; but with ordinary local fiscal resources they have all proved too slow in taking effect... and outlay by the city often led to profits for everybody but the city. Hence there arose a demand for a national land fund to help pay the costs of decongestion—and to he reimbursed by those who gained from planned changes in land use, chiefly the vendors of suburban land. Mr. Fogarty has put neatly into a nutshell the essential financial provisions of the Town and Country Planning Act of 1947, and the functions of the Central Land Board created by that Act. Yet he is critical of what he regards as detailed rigidities and sources of friction in the new legislation.

Mr. Fogarty believes that town planning (at a time when many responsibilities are being taken from local Councils by central governments) will by its constructive and dynamic nature move to the centre of the local government stage, and prove an ideal focus for the re-invigoration of local public life. The 1947 Planning Act could be amended so as to fortify this tendency. Already much public education in planning has occurred through Press reports of the Parliamentary debates on the Bill, through local canvassing of opinion for both official and unofficial surveys, and through candid criticism of the plans of development that have appeared. Of particular interest to CPAC Members will be his insistence that to relate planning activity to the main streams of public thinking and affairs will require a deliberate approach by planning authorities to those voluntary organizations through which public opinion is so largely formed and expressed. He adds that this approach by the planners must be made with a view to their drawing in information as well as urging it out.

These two entirely non-technical books account in admirable fashion for Britain's present aims in physical planning, and for her methods of pursuing them. The Canadian reviewer is bound to wonder whether through the printed word we in Canada can move faster toward the adoption of more adequate planning aims and means—and by reading be spared some of the long and painful chapters that Britain suffered in actuality. This much is certain: if we do not read such accounts from abroad, we have no alternative but to buy the same lessons with our own sweat. Are we in 1949 too busy town-building to profit by others' bitter experience?—A. H. A.